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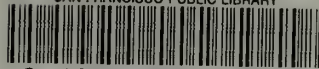


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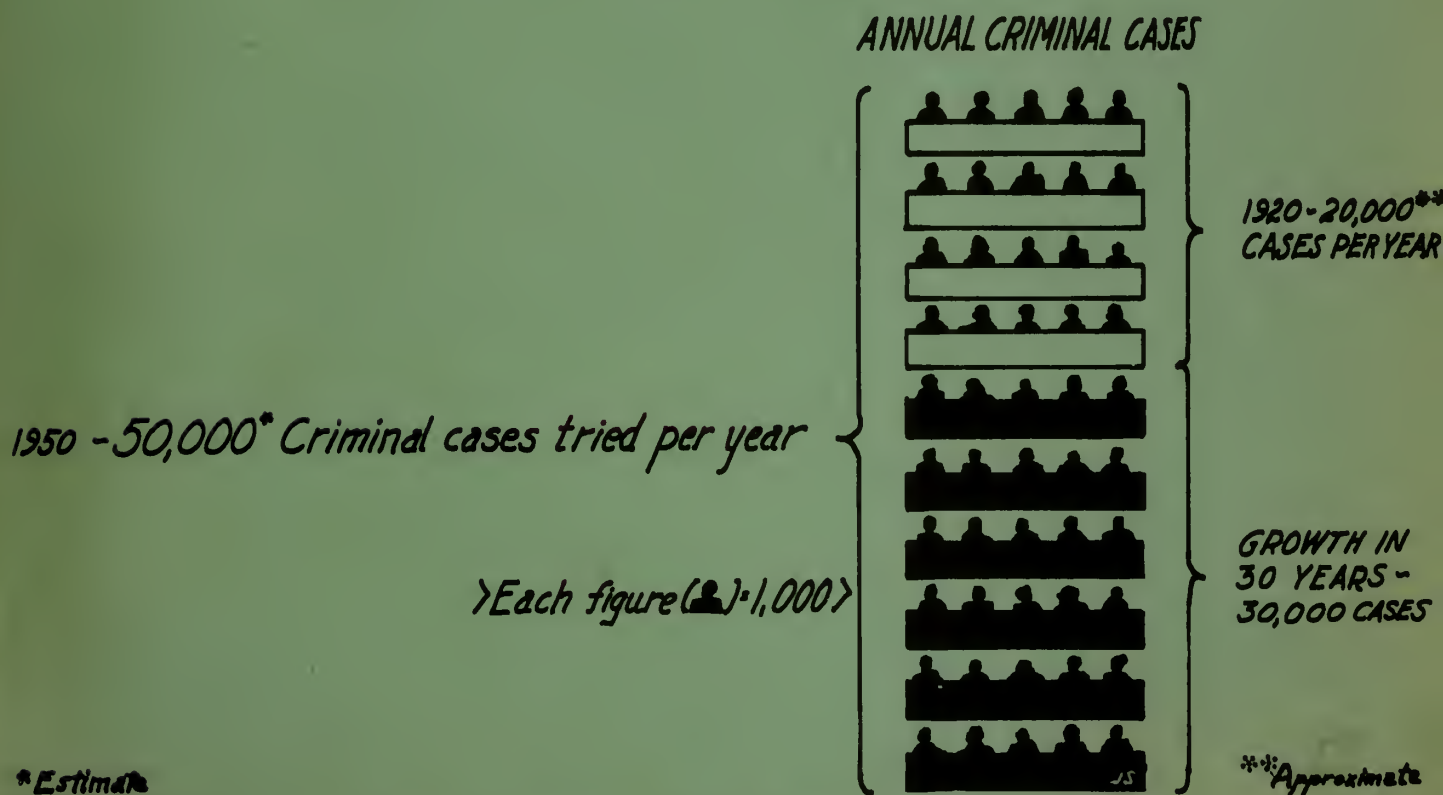
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PERSONNEL REQUIREMENTS

of the SAN FRANCISCO ADULT PROBATION DEPARTMENT-1950



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REFERENCE

S U P E R I O R C O U R T - Criminal Division

Judge Albert C. Wollenberg - Department 6

Judge Harry Neubarth, Department 11

Judge William T. Sweigert, Department 12

Judge Milton D. Sapiro, Department 19

M U N I C I P A L C O U R T - Criminal Division

Judge Eustace Cullinan, Jr. - Department 9

Judge John B. Molinari, Department 10

Judge Matthew F. Brady, Department 11

Judge Charles Peery, Department 12

FOREWORD

The following pages contain the report of a brief study of the personnel needs of the San Francisco Adult Probation Department by the National Probation and Parole Association as requested by the Chief Adult Probation Officer, Mr. John D. Kavanaugh, shortly after his appointment to head the department. The actual work of conferring with staff members and others, examining records and reports, and observing conditions and operations pertaining to staffing requirements was conducted by the western director of the Association and his associate, Mr. Milton Rector, over the first three weeks of January 1950.

The assignment was made and carried out with the approval of both superior and municipal court judges and of the Adult Probation Committee. The service was rendered by the National Probation and Parole Association without cost to the city and county of San Francisco. The purpose was not so much to verify the understaffing of the department as it was to report on its extent and to specify the numbers and types of positions required for orderly expansion.

Over a period of 30 years this department has "grown" from a unit with a chief and seven officers handling probation cases until today the organization includes the chief and 11 probation officers; the number of criminal cases tried in all the courts of San Francisco approximated 20,000 in 1920 and may now exceed 50,000 a year--facts that alone suggest the need for an examination of a service long overdue for increased official and public support.

The chief probation officer is to be commended for seeking to acquaint the community with the limitations and deficiencies in adult probation work as performed by his department in order to bring about improved efficiency and effectiveness in this important public service in the field of crime and corrections.

The writer and his associate wish to acknowledge the wholehearted cooperation extended by every member of the probation staff in completing questionnaires and compiling statistical data. During repeated visits to the department, there was clearly evident throughout the staff a general willingness to perform under adverse circumstances and in the face of overwhelming assignments.

It is to be hoped, however, that this hard work and loyalty will not be mistaken as substitutes for the services of additional officers whose time and skill are indispensable to making adult probation an increasingly successful program of rehabilitation for the thousands of men and women who are being released under the supervision of the probation office. The facts presented herewith are interpreted as establishing the necessity for the immediate expansion and reorganization of the San Francisco Adult Probation Department.

JOHN SCHAPPS
WESTERN DIRECTOR
NATIONAL PROBATION AND PAROLE ASSOCIATION

San Francisco, California
January 26, 1950

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Note: Attention is called to the report of the 1949 Grand Jury recommending personnel increases for the Adult Probation Department, and to the 1948-1949 report of the Adult Probation Officer for financial data.

SAN FRANCISCO ADULT PROBATION DEPARTMENT STAFF EXPANSION

Recommended by the National Probation and Parole Association - 1950

Position and assignment of probation staff	Present staff available for assignment full time to work indicated	Additional staff recommended for fiscal year 1950-51	Total of additional staff recommended for fiscal years 1951-52 and 1952-53
--	--	--	--

SUPERIOR COURTS Depts. 6, 11, 12, 19 (Juv. Court)

Investigations

Men	4	0	0
Women	1*	0	0

Supervision

Men	0	4	4
Women	*	0	-

Unit director (senior probation officer)

0	1	1
---	---	---

5	5	5
---	---	---

* It is recommended that present woman probation officer be assigned full time to investigation and supervision of superior court cases only.

SAN FRANCISCO ADULT PROBATION DEPARTMENT STAFF EXPANSION

Recommended by the National Probation and Parole Association - 1950

Position and assignment of probation staff	Present staff available for assignment full time to work indicated	Additional staff recommended for fiscal year 1950-51	Total of additional staff recommended for fiscal years 1951-52 and 1952-53
---	--	--	---

MUNICIPAL COURTS Depts. 9,10,11, and 12

Investigations

Men	4	0	7 **
Women	*	1	1

Supervision

Men	0	3	5
Women	*	1	1

Unit director (senior probation officer)

0	1	1
---	---	---

4	6	15
---	---	----

* It is recommended that present woman probation officer serving part time in this assignment be assigned full time to investigation and supervision of superior court cases only.

** One of these positions would be used for full time department representative at Municipal Court Hall of Justice.

SAN FRANCISCO ADULT PROBATION DEPARTMENT STAFF EXPANSION

Recommended by the National Probation and Parole Association - 1950

Position and assignment of probation staff	Present staff available for assignment full time to work indicated	Additional staff recommended for fiscal year 1950-51	Total of additional staff recommended for fiscal years <u>1951-52 and 1952-53</u>
---	--	--	--

MUNICIPAL COURTS Department 10-A

Investigations

Women	1*	0	1 ***
-------	----	---	-------

Supervision

Women	*	1	0 ***
-------	---	---	-------

Unit director (senior probation officer)	1**	0	0
--	-----	---	---

2	1	1
---	---	---

* Same person handles both investigation and supervision cases.

** Now handles case investigation and supervision work.

***See discussion of possible need for upward revision of staffing requirements at this time.

SUPERIOR COURT SERVICES

The judges of the criminal departments of the San Francisco Superior Courts have voiced their appreciation of the adult probation services as one of the most useful tools of the court in arriving at the best disposition of each individual case. These services include the investigation of offenders prior to pronouncement of sentence and the supervision of those placed on probation.

The following section of this report examines the volume of work performed by the present staff of the San Francisco Adult Probation Department in terms of deficiencies in services resulting from a heavy work overload. Numbers and assignments of necessary additional staff are recommended.

Investigations

One woman and four men probation officers are assigned to the superior court work of the probation department. One man is assigned to each criminal court department, and the woman officer handles all women's cases referred from each of the four criminal court departments in addition to her investigation and supervision work for the municipal courts.

Pre-sentence investigations of men's cases as reported by the department from July 1, 1944 to January 1, 1950 ranged from 340 to 674 cases per fiscal year. Women's cases during the same period ranged from 14 to 35 per fiscal year. The probation officers made such other investigations as those required by law for every person sentenced to the state penitentiary, those classified by the department as "Special Investigations", and those for other court jurisdictions within or without California boundaries. These investigations as recorded totaled as few as four during one year to 212 another year for men's cases, while the women's cases ranged from two a year to 12 a year during the last five and one-half fiscal years.

In terms of the individual officer's investigation workload, each man officer averaged 14 pre-sentence investigations per month from July 1, 1944 to January 1, 1950 with the number reaching 20 and 25 during some peak months. For the same period pre-sentence investigations of women averaged about two cases per month. Other types of investigations averaged from none to as many as six during some months. Each officer, if assigned only to investigations, would be overloaded.

The investigation services of the probation department provide an invaluable fund of information from which the courts may draw to determine whether society and the individual can best be served by the incarceration of the offender or by his release on probation under the supervision of the probation department. Essentials of the pre-sentence investigation include a thorough check into the prior criminal and social history of the defendant

to determine all positive and negative elements of his makeup which might militate for or against his successful rehabilitation on probation. Gathering such information is time taking and requires the probation officer's knowledge and use of many community resources and facilities in addition to personal contacts with the offender, his family, and his environmental situation. Clearing with other social agencies who have known the defendant or his family can provide much helpful information. Interviews with the offender for the purpose of evaluating personality and attitudes often indicate a need for specialized assistance of a psychologist or psychiatrist. The value of medical examinations cannot be underestimated in determining the relationship between emotional and physical maladjustments.

The present volume of pre-sentence investigation work alone is more than sufficient to keep the four probation officers busy full time if these investigations are to be thorough and accurate. However, these officers also are responsible for the supervision of several hundred probationers, in addition to which they investigate an estimated 200 requests a year for modification of jail sentences, and do much of their own clerical and stenographic work. It stands to reason therefore that the investigation work now performed by the staff cannot be up to standard in quality.

An interview with the defendant and correspondence supplemented by telephone calls and an occasional office interview are the methods used in obtaining information for the pre-sentence report. Seldom does the officer have time to verify information received from the defendant, and field visits are never made. If there were time for such visits, no transportation is provided. Information available through other social agencies is almost never used as a resource by the department, and psychological, psychiatric, and medical diagnosis available through a limited number of overloaded agencies play little or no part in the investigation or treatment planning.

There is no unit supervisor other than the chief probation officer with whom the officer might confer on individual case problems.

The extent of the overload of the pre-sentence investigation work for the officers assigned to the superior courts can best be gauged by a comparison with nationally recognized standards for such work. During the five and one-half year fiscal period, July 1, 1944 - January 1, 1950, there has been a 15.1% increase per year in the average monthly pre-sentence investigations of men, and a 50% increase per year in the average monthly investigation load of women's cases. In line with this trend, the staff needs in terms of the estimated 1950 investigation load may be summarized as follows:

Superior court investigations of men will average an estimated 61 a month during 1950. Divided amongst the present four officers the investigation load will average 15 investigations

a month for each officer. As measured against the standard of 10 investigations per officer considered to be a full time assignment, there will be an overload of 5 investigations a month per officer in 1950. If the present four officers are assigned only to investigation work, the department will need two additional investigators to bring it up to standard.

The estimated monthly average of three pre-sentence investigations of women's cases for 1950 does not justify the assignment of a women probation officer for investigations only.

The addition of two men investigators is not recommended at this time because of more emergent staff shortages elsewhere in the department, and because of certain administrative and functional reorganization of the department required by the absorption of new staff. It must be added, however, that these staff needs for pre-sentence work alone do not take into consideration the other types of investigations completed by the present staff which averaged approximately 10 investigations a month for the five and one-half year period. Nor does the estimate include the potential increase in investigations to come from a recent change in the law whereby persons convicted of possession of narcotics are eligible for probation.

THEREFORE IT IS RECOMMENDED that the four men presently assigned to superior court work be assigned to superior court investigations only.

Supervision

Because both investigation and supervision work is handled by the same person it is necessary to examine the superior court supervision work before formulating total personnel needs.

The number of persons assigned to the probation department for supervision as measured by the total number of cases reported on hand at the beginning of each fiscal year has gradually increased from a total of 561 men and 51 women on July 1, 1944 to 808 men and 68 women on January 1, 1950. Between July 1, 1944 and January 1, 1950, 1572 men and 158 women have been placed on probation. The majority were placed on probation for a period of two years. By age groupings, 36 percent were between the ages of 26 and 40, 26 percent were 21 to 25, and 25 percent were over 40 years of age. Of the total of 1730 persons, 190 had been on probation once before, and 86 had been on probation two or more times. 571 received jail sentences as a condition of probation, 318 paid fines and 452 were ordered to pay restitution or family support. With reference to offenses, the largest number of the men and women were convicted for contributing to the delinquency of minors, 315 men and 43 women of a total of 1572 and 159 respectively. Grand Theft and robbery placed second and third among those offenses committed by the men, while check offenses and grand theft placed in that order for the women offenders.

Of the 876 men and women on probation to the department January 1, 1950 595 are San Francisco residents, 96 reside in other bay area counties, 72 are out of state, and the whereabouts of 36 are unknown. Seventeen of the local residents are being supervised for other court jurisdictions. Forty-nine of the total case load of 876 had no record of prior arrests, 21 percent had one prior arrest, nine percent had two, and the remainder ranged to more than 50 arrests for one person.

In terms of supervision workload per month per officer, there was a total of 808 and 68 supervision cases of men and women respectively on hand January 1, 1950. With the present staff of four men and one woman assigned to the superior court departments, the average individual supervision load was 202 cases for the men, and 68 cases for the woman officer. This would represent an individual overload of 152 men's cases and 18 women's cases if it were not that each officer also carried an investigation load. Since the investigation load alone is so much as to require the full time attention of each man officer with a remaining investigation overload and one-third of the woman officer's time, the supervision load of 808 men and 35 women must be considered as overload.

The economy of probation in terms of monetary and human values has been recognized in American statutes since 1878. In spelling out the values of probation to the community, there are on the human side the possibilities of working with the probationer as a free individual who lives and works within a normal environment. This must be weighed against the disadvantages of seeking to bring about a change in attitudes and behavior patterns of an individual incarcerated with a congregation of persons presenting many types of aggravated problems and persons with whom he would be ordered not to associate with if placed on probation. In a purely monetary sense the community profits from the probationers who as a condition of probation pay fines and make restitution for damages and losses of their victims. The total of fines and restitution added to the earnings of the probationers can be measured in terms of several hundred of thousands of dollars annually. Add to this the factor that many probationers' families would be forced to seek financial assistance elsewhere if the wage earner were incarcerated at an additional public expense. In this regard the 876 persons on probation January 1, 1950 were responsible for the care and support of 498 children and 381 adults.

The supervision phase of probation work can best be verbalized as "the heart of probation." It requires a program in which office reporting plays a small part. Counselling with probationers in their own homes relates the problems and treatment to the entire family unit and environmental situation. Other collateral field visits are necessary in verifying activities of the probationer, assisting him in job placement, and in drawing upon the services of other social agencies. As each case progresses, factors often arise which indicate the need for changing the supervision program, or for requesting assistance

of other agencies or specialists to implement his work. These numerous contacts with probationers and others intimately connected with their cases require recording of findings and developments for future reviewing and planning. The supervision work of a group of officers requires the assistance of a unit supervisor with whom case developments can be discussed to insure that maximum service is rendered, departmental policies adhered to, and that staff training and improvement is fostered.

The department is not providing supervision for probationers nor is it presently staffed to do so. The probationers are required to report to the office in a very perfunctory manner, but seldom are interviewed by the officers who are working under the pressure of preparing pre-sentence investigation reports and investigating new cases. As reported by the staff, persons placed on probation are interviewed by the officer only once unless a special problem arises. They are given written instruction forms setting forth the conditions and period of probation, and thereafter little contact is had with the probation officer. No supervision program is planned for the purpose of providing counselling and guidance. No home visits or field visits of any kind are made. A probationer may report to the office to state there has been no change in his particular situation, many times without seeing the officer to whom he has been assigned. The officer will be in court or working on his overload of investigations. The only record of contacts with the probationer is tallying of the date of his visit in the officer's case book along with the amount of restitution paid at the time of the visit (if such was done). Occasionally following an office interview, a brief note is recorded on the back of the tally sheet in the case book. There are no department cars assigned to provide transportation for field work, and no staff time is available for this work. Further indication of the overload is that the officers seldom visit those probationers who are close at hand while serving time in jail as a condition of probation.

The success or failure of present probation services in terms of the number of probationers discharged as having successfully completed their period of probation could not be determined for the purpose of this report. Eighty-two percent of the cases recorded as having expired between July 1, 1944 and January 1, 1950 could not be tabulated as to success or failure.

Indications are that the work deficiencies grow out of the supervision overload. Regardless of other qualifications, no person could perform effectively or efficiently in the face of such insurmountable odds.

For five fiscal years ending June 30, 1949, the supervision caseload showed a 7.6% rate of increase in the men's caseload per year, and a 7.5% rate of increase in the women's caseload per year. Based upon estimated supervision workload for July 1, 1950, the staff needs for adequate supervision of superior court probationers in terms of standard caseloads are as follows:

It is estimated that men's cases will total 861, and women's 75 by July 1, 1950. Dividing these totals by the standard load of 50 supervision cases per officer, 17 men and 1.5 women officers are needed. Since the present staff of four men should spend full time on investigations there is a shortage of 17 men for supervision. The woman officer with only one-third of a standard investigation load could absorb part of the women's supervision load.

The shortage of seventeen men for supervision does not represent a sudden need for expansion. There has been practically no expansion in the department for approximately thirty years, while the volume of work has increased proportionately with the growth of the city. However, the recommendation that the superior court staff be increased by 17 officers at this time would be unrealistic in terms of staff needs for the municipal court work, and problems of available office space, clerical help and transportation. This number should be considered a minimum need in the long range planning however, if the work volume does not decrease.

In the next three year period the department should receive an addition of eight men to supervise the superior court probationers, two assigned to each of the four criminal departments. Each will have approximately 100 probationers which is 50 above standard, but with the employment of needed case classification methods this would represent the beginning of a supervision program. The assignment of the woman officer to superior court work only would give her a load of 75 cases (25 over standard) in addition to approximately three investigations a month.

At least one-half of the men supervisors and an additional senior probation officer to supervise the work of the superior court division should be added to the staff in the next fiscal year.

THEREFORE IT IS RECOMMENDED that four probation officers and one senior probation officer be added to the superior court division of the department for the fiscal year 1950-51. The present woman officer should be assigned to the investigation and supervision of superior court cases only.

MUNICIPAL COURT SERVICES

The municipal courts of San Francisco through which pass better than 48,000 misdemeanor cases a year (as compared to the over 1100 felony matters heard in superior courts) receive relatively little probation service either in terms of pre-sentence investigation or supervision of probationers.

It is not a matter of insufficient cooperation or any lack of probation officer willingness to serve the municipal courts to the utmost--it is first and foremost a matter of staffing deficiencies too long extant.

In the following pages the situation is briefly summarized, with special reference to:

- 1) Total volumes of department work.
- 2) Individual officers' assignments.
- 3) Limitations of service rendered.
- 4) Assessment of the degree of overloading.
- 5) Recommended additions to staff thus indicated.

Investigations

Municipal court pre-sentence investigations of men as reported by probation staff were completed at a rate of from 63 up to 184 per fiscal year since July 1, 1944. For women the annual figure ranged from 5 to an estimated 12. All these were for divisions 9, 10, 11 and 12. In Department 10-A pre-sentence investigations of women fluctuated between 1259 and 1696 per year.

However, as many as 1408 men were referred from Municipal Courts 9, 10, 11 and 12 to the Probation Department for supervision in a single year during the period studied, and the annual referral of women once reached 487.

Other investigations classified as "special", and for other jurisdictions averaged only 26 a year, about 4 to each municipal court officer.

During the six months from July through December 1949, and in terms of individual probation staff work, assignments distributed over four officers, and another officer devoting part-time to municipal court work with women, cases investigated prior to sentence for the "regular" Municipal Courts (9, 10, 11 and 12) averaged just under three per month per officer handling men's work, and 3-1/3 per month for the woman part-time worker.

For 10-A the supervising probation officer and one other probation officer divided an average of about 114 such cases between them per month--some 57 each.

A similar distribution of work volume by averaged staff assignments, when applied to the 734 regular municipal court men ordered on probation (10 times the number referred for pre-sentence investigation) finds the four officers each with approximately 30 such matters to handle a month, and the woman officer with slightly over 25 cases of women similarly referred. The 10-A unit does not receive cases in this manner. In actual practice, however, this first interview work is not evenly distributed over personnel. One of the men officers is assigned to represent the department in the municipal courts at the Hall of Justice during daily sessions from which newly sentenced probationers are referred to the probation office. The staff officer responsible for women's work in these courts is also in attendance at these sessions, and in addition devotes about a third of her total time to superior court work.

Thus, individual work loads are heavier than those indicated in the following work-divided-by-staff summary:

Departments 9, 10, 11 and 12

Four officers handling men 's cases - average assignments
per month - July through December 1949

Pre-sentence investigations	3
First interviews	30

One officer handling women's cases average assignments per
month - July through December 1949

Pre-sentence investigations	3
First interviews	25

Department 10-A

Two officers handling women's cases - average assignments
per month - July through December 1949

Pre-sentence investigations	57
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The significance of these figures lies in the under-performance of pre-sentence investigations for the benefit of Departments 9, 10, 11 and 12, with the consequent too heavy volume of first interviews conducted after hearings as shown. For 10-A work 57 pre-sentence investigations per officer represent an over-load.

As to the quality of work being performed, a comparison with generally accepted standards is believed the most appropriate and objective measurement for present purposes.

Work Standard and performance

Methods of securing information in preparation for court reports and recommendations for or against probation properly include not only correspondence, telephone calls and office interviews, but in a good share of cases field calls as well. The sources of information which probation officers should employ almost routinely include not only crime reports, but in addition, the results of any medical, psychological and psychiatric tests that have been completed, as well as reports available from other governmental and social agencies that would throw light on the problems of an individual and their possible solution. A direct knowledge of environmental situations, and information gained through references and other persons knowing the defendant, taken together with adequate interviews with the defendant himself, are the basis of the social histories which are an indispensable part of both diagnosis and treatment.

Under present circumstances the staff of the San Francisco Adult Probation Department serving Departments 9, 10, 11 and 12 are forced to conduct what virtually amounts to arm-chair investigations, field calls not being undertaken if for no other reason than that the Department boasts only one car. However, pressure of work alone might well preclude other than superficial investigations. Instead of data being gathered from numerous sources, only a few can be used, and heavy reliance is based on defendants' statements and views alone--many answers to rapid questioning being the basis of departmental records and statistics.

Written reports submitted to court or which are filed in the Department are a necessary adjunct either of pre-sentence investigations or the placement of defendants on summary probation. Here again, insufficient clerical staff finds each officer with a typewriter at his desk, forced by circumstances to curtail the recording of such data as he may have gathered.

Good probation case records of investigations have come to include a dozen or so basic elements which need not be detailed here. The sampling of probation case records of the department found reports, understandably enough, relatively meager.

Violation investigations and reports thereof were observed to be perfunctory in point of procedure and method of presentation to court. A brief form is used in most instances to apprise the court of a probationer's failure, and to recommend revocation.

The principal reason for deficiencies and omissions of service as outlined is believed to be the understaffing of the probation department.

A key to determining just how much staff is properly required to investigate such a monthly inflow is case classification - a process which has not been taking place in the department except in terms of sex, age, offense, previous times on probation, imposition of fines, jail sentences, and orders to pay

restitution or support as distinguished from a designation of individual problems and needs.

Classification

A process by which this can be accomplished in an orderly and uniform manner is suggested in connection with the work of a supervising staff officer recommended to direct the work of "intake" and the development of a municipal court unit of the department. One person should be responsible for the interviewing of those placed on summary probation. The person so assigned would examine available records, and clear with other sources of information enough to designate cases for active or inactive status "on the spot", or to refer matters to probation field staff for investigation. Depending on such immediate findings or upon the results of field investigation, cases would be classified for active probation case work or for "collections only", "out of state", "report by mail" (monthly or more or less frequently), et cetera.

In time the investigation matters coming into the department could through such routine classification create a basis for prediction of the number which might be expected to call for little or no investigation, what part for somewhat more thorough study, and what proportion for intensive case investigation service. Also on this basis matters could be appropriately assigned to staff and all cases in the department case load would become classified.

On the basis of this sort of information, staff need for investigating personnel could be assessed in a businesslike manner.

Another most important factor which is sometimes highly variable is the extent to which the courts will use the pre-sentence investigation services of the department. This is believed to be governed variously by the desire of most judges to pass sentence in the light of facts laid before them in the form of probation officer reports (as opposed to the summary disposition of matters) and the knowledge that little probation service is available from an understaffed department. To remove any such psychological barriers as restrictions on service to the municipal courts is to staff up the department with enough investigators to absorb all possible anticipated demands in the foreseeable future. It will be noted that this assumes pre-sentence investigation expansion accompanied by a diminution of summary probation orders. Were summary probation to fluctuate independently of the pre-sentence investigation work factor an entirely different base of computation would have to be used in endeavoring to predict investigation personnel needs for any given period.

That cases referred for pre-sentence investigation and report to court require thorough and prompt investigation is well established. That all summary probation cases should be investigated sufficiently by the department so that any supervision and service rendered would be appropriate to the needs of each

individual case is likewise true. Only through such a process can wasteful expenditures of time and effort on persons needing only nominal attention be avoided. Of more importance is the necessity for discovering those cases which need active attention and those which require intensive work to bring about probation success and other desired results.

Departments 9, 10, 11 and 12

Total department investigation load per month estimated for this calendar year on the basis of department operating experience since July 1, 1944 is 132 men's cases received after summary placement on probation plus 13 pre-sentence assignments which, allowing for 5 additional investigations for other jurisdictions, totals 150. Without any further increases, this would call for at least seven investigators of men's cases for Departments 9, 10, 11 and 12, assuming that proper case classification indicated an average load of 15 investigations per month per officer.

For obvious reasons the immediate recruitment of this number is not recommended because: 1) the ability of the department to absorb new staff for any one year is limited; 2) other personnel deficiencies need also to be met at this time in totally unserved areas of work; 3) there are now four investigating officers assigned, one at present being also designated to represent the court but who could be relieved of all field work should a full complement of staff ultimately be retained as outlined; 4) any swing from summary probation to increased use of pre-sentence investigations will, it is believed, be gradual as possibilities are tested and realized.

THEREFORE IT IS RECOMMENDED that no investigators for municipal court men's cases be added to the staff for the coming fiscal year, but that unless unexpected developments dictate differently, a beginning be made on acquiring the additional needed personnel for this classification commencing with the following fiscal year and bringing the unit up to force as rapidly as possible thereafter.

The estimated volume of investigation cases concerning women for Departments 9, 10, 11 and 12 for 1950 is seven pre-sentence and 38 summary referrals, which with an allowance for two reciprocal investigations for other jurisdictions totals 47 per month.

On the basis of considerations similar to those applying in connection with the classification of men's summary or pre-sentence investigation cases, an addition of two women to the staff of the department is the minimum indicated.

If recommendations are followed that the work of one woman officer now serving in both superior and municipal courts be confined to investigation and supervision work in the former, then the lower courts must have an immediate replacement through prompt addition of one of the two women investigators proposed.

The other investigator should also be added to the organization at an early date.

THEREFORE IT IS RECOMMENDED that provision be made for the employment of one additional woman probation investigator at this time to relieve the officer presently assigned to handle municipal investigation, and that at least one other officer be recruited for similar work in the near future.

Department 10-A

The timing of 10-A court pre-sentence probation investigations to allow for completion prior to judicial determination of guilt or innocence and submission of probation officer's report to the court immediately thereafter had been brought into question on technical legal grounds pertaining to civil rights during this study. The question was whether the probation officer's case work service should be delayed while the defendant (most frequently described as a prostitute or promiscuous person and detained in quarantine) awaited trial and the probation officer awaited an order of court to secure needed case information and develop recommendations as to probation and "program" -- return of defendant to home and employment in another jurisdiction, for example. Nevertheless, estimates of the probable number of investigations which would be undertaken by the probation staff of the unit concerned under either general method of procedure, affording the court this vitally important service, are offered here in the interests of completeness.

As things stand, it adds up to a volume of 117 pre-court investigations per month, plus allowance for three special investigations, or 120 estimated for 1950. In attempting to arrive at just how much staff time a work volume of this magnitude indicates, the following practical facts were considered:

- 1) Seventy-two hour time schedules for the probation officer to investigate and report on cases make the application of conventional standards for investigation caseloads unrealistic -- the many of the procedures and services which these anticipate being impossible in the circumstances.
- 2) Adjunct services to defendants through health and other agencies are in excess of those available to most categories

of municipal court cases and tend to relieve probation staff of some responsibilities.

3) A heavy repeat factor rendering most such cases into re-investigations of investigatees with resultant curtailment of time expended is noted. (49.3 percent of cases investigated July 1, 1944 to January 1, 1950 were reported as previously arrested and referred for probation investigation.)

4) A large percentage of cases investigated by the unit are dismissed when brought before the court 10-A (43.5 percent from July 1, 1944 to January 1, 1950.)

When only the volume of cases in which guilt was established rather than the number that appeared in Court 10-A is taken as the basis for potential presentence investigations, the need for more investigation staff still remains clearly evident. From July 1, 1944 to January 1, 1950, they averaged 68 per month according to departmental reports. Estimation of staff need based on this group of cases alone established the potential need for providing for more probation case investigative service for Court 10-A in the immediate future. However, with two persons available to share in this work and with the more pressing need in this unit being for more assistance in supervision "follow-up", a third person (for investigation work) is not suggested at this writing.

THEREFORE IT IS RECOMMENDED that no investigator be added at this time, but subject to basic policy determinations the staff be so expanded next year by at least one such officer.

Supervision

Persons under the supervision of the officers assigned to departments 9, 10, 11, and 12, during the five and one-half fiscal years just passed numbered on the average upwards of 1000. For 10-A court supervision case loads averaged 150 over the same period.

When the departments' supervisory load is considered in terms of the average per officer assigned, nominally at least, to carry on these basic functions of probation service, the resultant number of probation cases per officer are found to be excessive. When it is considered that those officers are responsible for investigations as well and that in actual practice individual officer supervisory loads run in such figures as 210, 322 and 516, the fact of understaffing is most obvious.

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Work Standard and Performance

Supervision methods are not delineated here at any length as the basis for comparison with present performance because for departments 9, 10, 11 and 12 supervision in any real sense is virtually nonexistent due to pressure of investigation assignments, preparation of reports (brief as they are), and other work. The very necessary practice of making field calls on at least a fair share of probationers from time to time to supplement office reporting and to confer when advisable with employers and others is an impossibility for most officers under the circumstances already reported. In actual practice frequent office reporting, some telephone calls, and the use of letters for out of area probationers are all that can be managed. Staff members assigned to the 10-A unit by using their personal cars do some of this and other out-of-office work without reimbursement for mileage. Printed instruction forms are regularly used as a method of control; probation officers do not arrest their own charges, using police service for this purpose instead.

The methods of diagnosis and treatment of persons under supervision and the recording thereof call for much the same use of resources, medical, social and economic, as does investigation work, but again much of this case study must be neglected or accomplished under great difficulties and steps taken or information gained are often recorded in hurried longhand notes dropped in the files which the officers themselves keep near their typewriter. Only unit 10-A approaches adequacy in the latter respect.

At present much staff time and energy go into the collection of restitution often as summarily ordered by the courts. The probation officers frequently find themselves forced into the role of collection agents as they endeavor to arrive at equitable amounts of damage to be repaid victims and as repeated conversations are held with persons awaiting money due them or with probationers explaining their failures to pay. Many more skilled staff hours must be made available if a sound program of rehabilitation service to misdemeanants is to emerge from the work of the probation department. There needs to be much staff time available for cases involving the alcoholic, the narcotics user and the psychopath and the sex offender found on probation.

The ill effects of present departmental staff shortages can readily be summarized in connection with the work of adjusting "omit to provide" problems. A task usually involving the welfare of families and children, conflicting interests and cooperation of many public and private agencies, this specialized service calls for much conferring, fact finding, and planning if court mandates are to be carried out. On January 1, 1950, the officer assigned to this work was "carrying" over 300 cases.

Classification

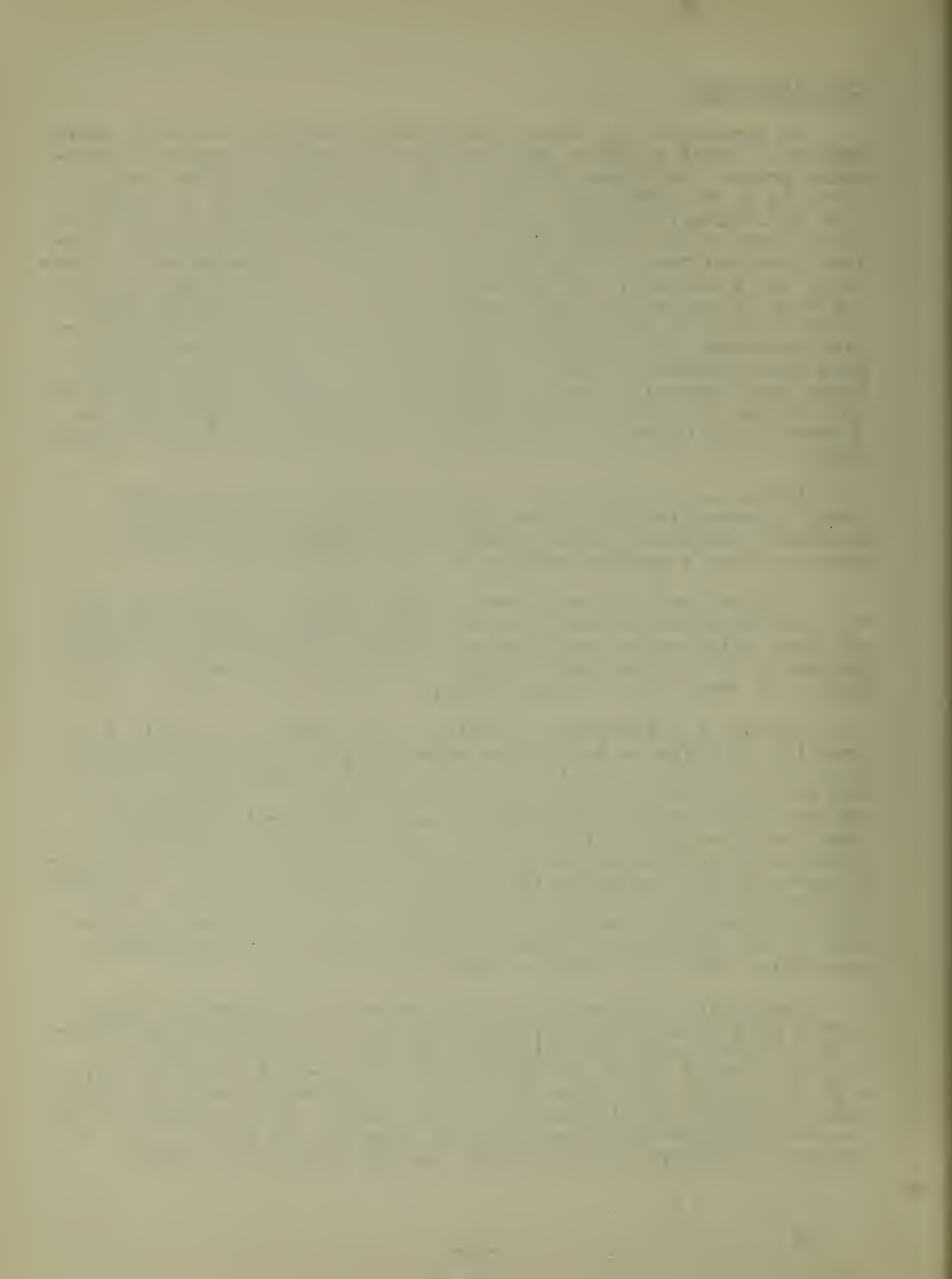
To determine how understaffed the department is today where municipal court services are concerned is again a matter of measuring proper individual officer work assignments against total services to be performed. Here again the absence of an overall case classification system and the consequent absence of statistical data on the nature and relative gravity of individual problems involved renders impossible any precise balancing of requirements and resources. If the supervision cases for which the department is now responsible could all be evaluated on the basis of the degree to which each needed more or less intensive probation casework, there could be discovered the proportion of persons with problems enough to equal or even exceed many of those found under superior court supervision for which a standard of 50 per officer has long been an established maximum adopted by the Professional Council of the National Probation and Parole Association.

Likewise there would be found a second and considerable group of cases in which much less attention and service were necessary and which could therefore be properly supervised in correspondingly greater numbers by any one officer.

A third group is comprised of probationers living away from the area with whom correspondence only would be maintained, some of these being under supervision by other jurisdictions, "missing persons", et cetera. One officer could properly handle a large number of such "out of town" cases.

How the San Francisco municipal court probation caseload is actually distributed into these categories can be estimated only in a very general way. If some such method of classification as has been discussed earlier in this report were a regular part of supervision work with adequate provision for re-classification, there would surely be found many persons of whose problems the offenses of commission and omission were symptoms; many others involved with the law primarily because of health, social or economic difficulties; and many an accidental offender and one time misdemeanor having no real need either for surveillance or service by the probation department, but sentenced to probation in connection with or in lieu of other dispositions.

Statistics gathered during the course of the present study showed that while vagrancy, petty theft, drunk, battery and malicious mischief were the principal offenses charged to women in the order named during the past five and one-half fiscal years, omit to provide topped the list for men followed closely by drunk, battery, malicious mischief and petty theft. An accounting of the responsibilities which probationers properly had for the care or support of children as of January 1, 1950 reveals 772 cases



concerning men whose success or failure would directly affect 1,235 children and 544 adults (spouses and relatives), and 100 women on whose successful rehabilitation the future of 161 other children might well depend. This situation and the fact that over 40 percent of both men and women probationers are in the 26 through 40 year age group, that eight out of ten are employed or employable, that slightly over 70 percent live in the Bay area, further document the need for a greatly expanded probation service for the Municipal Courts of San Francisco.

On the important matter of probation success or failure, no accurate way was found for evaluating department performance due to the fact that over 60 percent of all case terminations reported for Departments 9, 10, 11, 12, and 10-A for the last five and one-half fiscal years were unclassified in this respect.

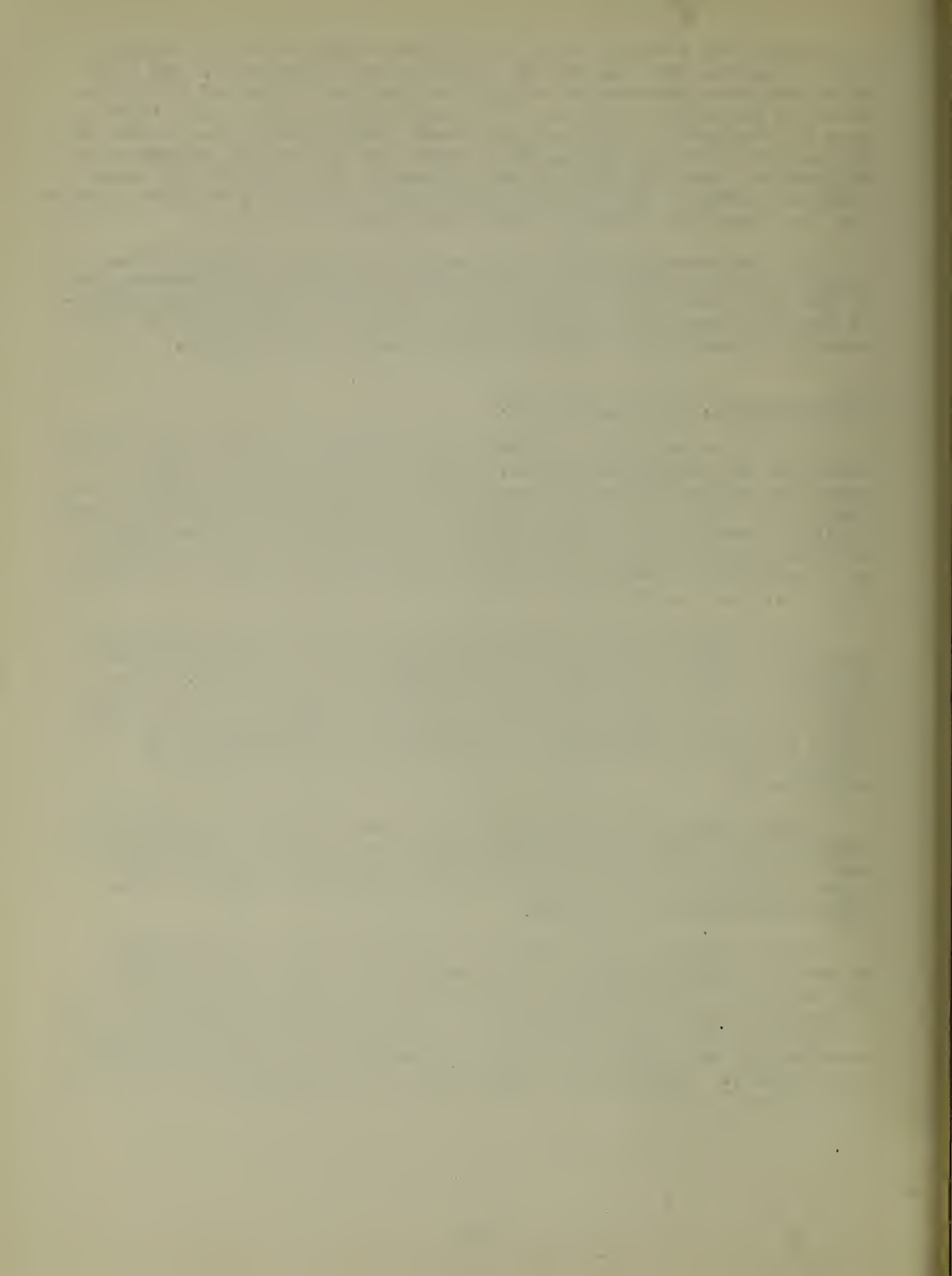
Departments 9, 10, 11, and 12.

No man or woman is assigned exclusively for case supervision work for the municipal courts. While standards of 50 are not properly applied to an unclassified municipal court load(theoretically this would call for a score of supervising officers); nevertheless a minimum of eight officers for this work exclusively can be recognized as an indispensable prerequisite in the beginning of a probation service program for men's cases handled in departments 9, 10, 11, and 12.

It is believed that at least three of the needed officers should be added to the staff immediately and that five others should be recruited during the following fiscal period. Here again, practical considerations of the ability of the probation department to absorb new staff and the simultaneous need to meet other personnel deficiencies elsewhere in the organization dictate the advisability of a two or three year program of recruitment.

THEREFORE IT IS RECOMMENDED that three probation officers be added to the staff and assigned exclusively to the supervision of men's cases for the municipal courts during the coming fiscal year and that at least five others be employed within the two years immediately following.

With regard to the women's work in the regular municipal courts (as distinguished from 10-A) if the recommendation that the superior court worker discontinue municipal court service is followed, then one replacement for case supervision will be needed immediately while at least one additional person will still be required if the department is to approach manageable case loads per officer. The total of such matters was running well over 100 on January 1, 1950.



THEREFORE IT IS RECOMMENDED that one additional probation officer be added to the staff for the coming fiscal year to supervise municipal court cases and that at least one other such position be provided during the two fiscal years next following.

Department 10-A

As to the unit serving Court 10-A, the relatively short span of supervisory time in large numbers of cases (many leaving this jurisdiction to return to their homes elsewhere) and the actual and potential services available combine to create a special problem when it comes to computing the total personnel needs on the basis of established case load standards. Furthermore there is currently the matter of possible change in policy and scope of service already mentioned in connection with pre-sentence investigations from which supervision cases derive. An average of 26 cases coming into 10-A during the last five and one-half fiscal years have been placed on probation per month. Caseloads have in turn averaged about 150. This is too high a figure to be divided between two officers assigned also to investigation work and indicates the need for at least one more case supervision officer immediately.

THEREFORE IT IS RECOMMENDED that subject only to basic changes of policy, at least one additional woman probation officer be added to the staff during the coming fiscal year for supervision work.

Unit Supervision

With four persons now serving municipal courts 9, 10, 11 and 12 full-time and at least five more needing to be added during the coming fiscal year, this first phase of expansion carries with it the necessity for the appointment of a senior probation officer to assume immediate responsibility for service to these municipal courts and to give professional and administrative direction to officers assigned.

IT IS THEREFORE RECOMMENDED that one senior probation officer be added to the department during the next fiscal year to assume charge of a unit serving the regular municipal courts.

RECOMMENDATIONS ON REORGANIZATION

The recommendations for staff expansion embodied in this report pre-suppose several other necessary improvements and adjustments in the department. These may be summarized as follows:

1. The department should be reorganized enough to accommodate two senior probation officers who would report to the chief, as does the present senior assigned to No. 10-A. The appointment of such officers skilled in the direction of probation investigation and casework will add immeasurably to the professional know-how of this organization. Each of these "sub-executives" would be responsible for a unit of the department, one comprised of investigation and supervision staff serving the superior courts and the other in charge of investigation and supervision of staff assigned to the municipal courts located in the Hall of Justice. With the continuation of present arrangements in connection with the unit established at court 10-A, there would then be reporting to the chief not virtually every person in the department as at present, but instead the three directors of the units described, the person in charge of office management, and the secretary to the chief.

2. A basic change-over in the nature of work assignments is implied in the suggested recruitment of probation officers to be assigned investigation or supervision work exclusively. This would supplant the dual assignments now common to the department. Experience has shown that officers taxed with the necessity of completing investigations and reports due in court invariably shunt supervision of probationers into the background, while persons assigned exclusively to this work are freed from much time spent in court and in other attendant duties.

3. Secretarial and clerical help equipped with adequate office supplies and needed dictating machines are an indispensable complement to probation staff. The addition of one secretary to the chief, three steno-typists for the superior court unit, and three steno-typists for the municipal court unit, and one receptionist for each of these new operating units are the indispensable minimum recommended for inclusion in the 1950-51 budgetary periods. At present much clerical service is being paid for at probation salary rates as the officers endeavor to be typists as well.

4. With the appointment of persons able to direct the work of superior and municipal court staffs respectively, it would

be possible to house one or the other of these units away from the present headquarters location until such time as office space would become available to accommodate the entire department. Rented and remodeled space should allow one small private office to each professional staff member; interviewing work requires privacy. The Civic Center branch office should also be remodeled along similar lines.

5. No court services calling for prompt and thorough-going investigations and active and successful supervision should be limited by such mechanical factors as lack of available transportation for staff. A minimum of one car to every two officers whose work requires out of office field calls is indispensable. In this connection parking space adjacent to offices saves an enormous number of man-hours in the course of a year. Mileage and other local travel funds should also be available immediately to cover any delays in the purchase of sufficient department cars. A revolving fund, which could be reimbursed by the state, in connection with the extradition and return of fugitives, should likewise be made available to this department.

APPENDIX - GENERAL INFORMATION

Courts regularly served by the San Francisco Adult Probation Dept.

Superior Courts, Criminal Division, Departments 6,11,12, and 19.

These are courts of general jurisdiction and try cases amounting to felonies and in Department 19 certain offenses involving children. These courts are located on the third floor of the Hall of Justice on Kearny Street, two blocks from the main office of the Probation Department which is at 550 Montgomery Street. Department 19 (Juvenile Court) is at 150 Otis Street.

Municipal Courts, Criminal Division, Departments 9,10,11,12 & 10-A

These courts try misdemeanor cases. They are situated in the Hall of Justice, second floor. Department 9 is the traffic court. Department 10 is known as the women's court handling all matters where women are complainants or defendants. Department 10-A is devoted principally to hearings involving prostitution and related offenses. It is located in the Health Building at the Civic Center in which a branch of the Probation Department is also housed.

The San Francisco Adult Probation Department as of January 1, 1950.

The department is headquartered in twelve rented rooms at the rear of the seventh floor at 550 Montgomery Street, and has a one-room branch office in the Health Building at 101 Grove Street.

The organization consists of a chief probation officer, one senior probation officer, ten probation officers, and a seven member clerical staff, assigned as follows:

At headquarters:

- Chief probation officer - overall administration and supervision of casework.
- 1 woman probation officer - Superior Courts and Municipal Courts investigation and supervision.
- 4 men probation officers - Superior Courts - investigation and supervision.
- 1 woman and 3 men probation officers - Municipal Courts - investigation and supervision.
- 5 clerical staff.

At branch office

- 1 woman senior probation officer - in charge of unit and Municipal Court 10-A investigation and supervision.
- 1 woman probation officer - Municipal Court 10-A - investigation and supervision.
- 2 clerical staff.

The department budget for the fiscal year 1948-1949 is \$70,433.26.

N. P. P. A.

The National Probation and Parole Association has for more than a quarter of a century helped communities solve problems of delinquency and crime by assisting courts, probation and parole departments and other related agencies in their organization and development.

It offers consultation and functions as a clearing house of information on the entire field of social crime treatment and the prevention of delinquency.

It promotes professional standards for personnel and assists in merit examinations.

It conducts local and state surveys and makes reports and recommendations for needed improvements in probation, parole, detention, delinquency prevention and related services.

It aids interested groups in drafting and securing enactment of legislation needed to advance these objectives.

It is not a governmental agency, but depends for support on the voluntary contributions of persons interested in its work.

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